REPORT OF THE

NATIONAL PETROLEUM COUNCIL'S

COMMITTEE ON SYNTHETIC LIQUID

FUELS PRODUCTION COSTS

October 31, 1951

W. S. S. RODGERS, CHAIRMAN

HEADQUARTERS OFFICE

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EXecutive 5167

REPORT OF NATIONAL PETROLEUM COUNCIL COMMITTEE

ON

SYNTHETIC LIQUID FUELS PRODUCTION COSTS

INTRODUCTION

Secretary of the Interior, Honorable Oscar L. Chapman, in his letter of April 21, 1950 to Mr. Walter S. Hallanan, Chairman of the National Petroleum Council, requested that the National Petroleum Council create a committee to:

- 1. Review estimates made by the Bureau of Mines of the cost of producing synthetic liquid fuels, and its estimates of comparative costs of producing liquid fuels from crude oil.
- 2. Prepare independent cost estimates.
- 3. Make recommendations as to ways and means, if any, for improvement of future cost estimates by the Bureau of Mines.

Secretary Chapman's request (Attachment 1) was favorably reported by the Agenda Committee of the National Petroleum Council, and the Council authorized the formation of a Committee on Synthetic Liquid Fuels Production Costs. On June 13, 1950 Mr. Walter S. Hallanan appointed the committee listed in Attachment 2.

In discussions of the project with personnel of the Bureau of Mines, Dr. James Boyd, Director, advised that the Bureau of

Mines was not prepared to offer estimates of the costs involved in the production of products from crude petroleum. It was therefore necessary, and the Bureau of Mines so agreed, to remove this phase from the project scope.

COMMITTEE ORGANIZATION

Your committee decided to establish a subcommittee made up of experts in the synthetic fuels field to assist in analyzing the technical aspects of this highly complicated problem. Contributing companies made available the services of a large number of qualified specialists in research, development, and engineering. The main subcommittee, in turn, found it desirable to organize in cooperative groups (Attachment 3) to carry out the assignment in the most effective and expeditious manner. An idea of the complexity of the problems and the thoroughness with which the project has been studied is indicated by the following:

Number of Subcommittee members	47
Additional Technical Personnel used	105
Total attendance at meetings (man-days)	590
Number of meetings	197
Number of man-trips	338
Total miles traveled 400	,000
Total dollars spent 300	,000
Outside companies consulted	115

The generous assistance of the outside companies consulted, listed in Attachment 4, is gratefully acknowledged.

SCOPE OF INVESTIGATION

The synthetic fuels work done by the Bureau of Mines falls into three categories:

- Production of synthetic liquid fuels by hydrogenating coal.
- 2. Production of liquid fuels from oil shale.
- 3. Production of synthetic liquid fuels by gasifying coal and converting the resulting mixture of carbon monoxide and hydrogen to liquid fuels by some modification of the Fischer-Tropsch process.

This report includes work completed to date on only the first and second processes. When this work was started the Bureau of Mines did not have adequate information for the proper appraisal of the process identified in category 3. Only recently the Bureau of Mines has presented additional data on this process for review by the Subcommittee. Process design data representing modifications under categories 1 and 2 have also been prepared by the Bureau of Mines. The Committee plans to continue with these studies to embrace these additional data, on the assumption that the National Petroleum Council desires it to do so.

In accordance with the scope of the work assigned to the Committee, the investigation has been limited to the process steps upon which the Bureau of Mines cost data have been based. It is not the function of this committee to report upon comparative data based on alternative processes developed by industry and which have not been made available to the Bureau of Mines.

To increase the general usefulness of this study it was considered desirable to determine costs not only for possibly unique situations that might arise from a particularly favorable or unfavorable first-plant location, but also for a more nearly average case in which a number of plants would produce a combined total for each process of around 200,000 barrels of liquid fuels per day. Thus estimates of costs and of material requirements were determined for both single plant and multi-plant cases.

The work of the committee has required considerably more time than originally anticipated because it was found that necessary process design data had not been sufficiently developed by the Bureau of Mines. Consequently, subcommittee members were required to spend much time with the Bureau of Mines personnel to develop additional process design data and to arrive at suitable bases for cost estimates. It was also necessary for the subcommittee to develop information on the cost of offsite facilities such as water supplies, rail and pipe-line transportation, and housing for construction and permanent employees. The Bureau of Mines personnel at all levels were most cooperative in assisting the subcommittee in its work.

DESCRIPTION OF OPERATIONS

COAL HYDROGENATION

The estimates for the coal hydrogenation operation are based on procedures which were developed in Germany and on the assumption that coal is available in sufficient quantity, at a mineable depth and thickness and at a location having water required for the operations. The coal is prepared for hydrogenation by cleaning and crushing operations which reduce the ash content to as low a value as is practical and which bring the coal to a size suitable for the hydrogenation operation. In the cleaning and crushing operations a large amount of higher ash content and other off grade coal is produced and this is used for steam generation and other heat duty.

The clean, fine coal is mixed with heavy oil recycled from the process to produce a paste. This paste is charged to the liquid phase hydrogenation operation along with a small amount of catalyst. At approximately 10,000 pounds per square inch and at a temperature of 900° F. a large portion of the coal is liquefied. The material leaving this stage of the process is distilled to obtain a light oil and a heavy oil. Part of the heavy oil is recycled to the pasting operation and the remainder is coked to provide a means of rejecting the ash and used catalyst. In a second stage the light oil is hydrogenated over a fixed bed of catalyst at 10,000 pounds per square inch and 900° F. to yield gasoline and liquefied petroleum gas. Certain chemicals (phenol, cresols, xylenols) can be recovered from the first stage product.

as was assumed in the coal hydrogenation single plant case in the summary, as presented herein. If not disposed of as chemicals, these products can be processed in the second stage to yield gasoline and liquefied petroleum gas, as was assumed in the multi (eight) plant case. Conventional petroleum refining procedures are used for the final treatment of the products from the coal hydrogenation operation.

OIL SHALE OPERATIONS

The estimates for the oil shale operation are based on the assumption that shale is mined in large scale operations according to techniques developed by the Bureau of Mines. The shale from the mines is then crushed to a suitable size and charged to a retort in which the oil is broken out by the action of high temperatures. The necessary heat is obtained by burning - in a separate part of the retort - the carbon remaining in the shale after the oil has been driven out.

The crude shale oil thus obtained contains sulphur and nitrogen compounds and is highly unstable. The oil is subjected to coking operation and the resulting coker distillate is catalytically hydrogenated under moderate conditions (1100#/sq. in. and 835° F.). This hydrogenated distillate yields materials which are processed by conventional means to recover finished and semifinished products which are transported by pipe line from the plant to a major consuming area. Finishing operations as required are carried on at the pipe line terminus.

In each of the coal hydrogenation and oil shale cases a raw material reserve of 20 years has been set as a minimum. Costs have been based upon operations conducted predominantly for production of gasoline and diesel fuel conforming to present market specifications. All labor, material, and equipment costs were adjusted to January 1951 levels. The derived product costs do not include allowance for marketing expense. Chemicals and liquefied petroleum gas have been credited as by-products in developing primary products costs.

DISCUSSION OF RESULTS

As stated above, Secretary Chapman requested that the committee "1. Review estimates made by the Bureau of Mines of the cost of producing synthetic liquid fuels---." When this study was started the only data available from the Bureau of Mines on the cost of producing synthetic liquid fuels from coal was its Report of Investigation 4564 which was issued in 1949. To make these data realistic it was necessary to escalate these cost estimates to adjust for inflation of material and labor costs. After this adjustment and on the basis of comparable facilities, the Bureau of Mines investment cost estimates were approximately 20% below the cost estimates prepared by this committee. However, the Bureau of Mines estimates omitted such items as certain offsite facilities, necessary interest on borrowed capital, income taxes, reasonable profit on investment and treatment of other important capital cost items which must be considered. Detailed

analysis of these differences is presented in the subcommittee reports made available to the Bureau of Mines. It should be emphasized that costs developed by the subcommittee are as authoritative as can be obtained without actual commercial operating experience of the processes considered.

In the case of shale oil operations, the Bureau of Mines had no formal report as a basis of reference for the study made, however, the committee's representatives worked with the Bureau of Mines people in setting up a processing basis for the oil shale case. The Bureau of Mines personnel have generally agreed to accept the Subcommittee's estimate of investment and operating costs of producing liquid fuels from oil shale according to the processes reported on at this time. Therefore, the only large difference between the Subcommittee and Bureau of Mines estimates in this case will be that resulting from capital cost treatment such as interest, taxes and profit.

Secretary Chapman requested that the committee "2. Prepare independent cost estimates." Such estimates have been prepared and the conclusions reached represent the combined effort of the most qualified people in the petroleum and coal industries. As an independent check, the committee retained the services of Price Waterhouse & Co. to review the procedures and basic accounting data used by the committee in the determination of the estimated operating costs for the two processes. Price Waterhouse & Co. necessarily had to accept certain engineering data used in the determination of these cost figures, but insofar as the estimates used could be

tested by the experience of the petroleum industry in refining operations, it is their opinion that the basic accounting data used have been computed in accordance with generally accepted accounting principles and that the estimated cost figures developed from such basic accounting data are reasonable.

A summary of the data developed in the study by the Council's committee follows:

•		rogenation		Shale	
	Single Plant	Multi Plant (8)	Single Plant	Multi Plant	(5)
Coal or Shale: Tons/ Calendar Day	12,960	112,590	76,800	384,000	
Products: Barrels (42 Gals /CD)				
Gasoline	19,490	163,830	25,380	126,900	
Diesel Fuel			12,200	62,360	
Liquefied Petroleum Gas	6,390	52,170	1,780	8,920	
Residual Fuel	·	Vettor transplaying TV to the page and these	340	3,050	
Total Liquid Fuels, B/CD	25,880	216,000	39,700	201,230	
Coke: Tons/CD			1,180	5,900	
Fuel Gas, 1060 Btu/cu. ft.: Thousand Standard Cubic Feet/CD	đ		24,830	124,150	
Chemicals:					
Phenol, Barrels/CD Cresols, " " Xylenols, " "	229 383 508				
Ammonia, Tons/CD			92	460	
Sulfur, Tons/CD			43	215	
Manpower: Total including supervision and admini-					
stration	5,900	53,800	3,420	15,750	

•	Single	drogenation Multi	Single	Shale Multi
	<u>Plant</u>	\underline{Plant} (8)	<u>Plant</u>	\underline{Plant} (5)
Construction Materials	5			
Steel: Thousand Tor	ns 220	1,710	178	694
Per daily barrel of Total Liquid Fuel Production: Tons	of 8.5	7.9	4.5	3.5
Construction Labor Man hours x 1,000	51	355	26	123
Investment				
Total-Millions of	Dollars 533	4,074	333	1,518
Dollars per daily product	barrel 20,600	18,900	8,400	7,500
Cost of Gasoline with Return on Investment Income Tax Cents per	after	43.5	16.2	14.7

In this study, the income tax rate has been taken at 50% of income before taxes. No effect has been given to excess profits taxes.

Although a figure of 6 per cent return on the investment was employed in computing the gasoline cost, it is regarded as highly doubtful that capital could be attracted to so speculative an enterprise at so low a return. Price Waterhouse & Co. in its letter dated September 27, 1951 (Attachment 5) stated the "opinion that an annual rate of earnings of not less than 15% on the total capital invested in or retained in a business subject to the risks of a highly competitive and speculative enterprise would be necessary and reasonable in order to attract investment of private capital."

Provision has been made in the estimates for housing for construction workers and permanent employees to the extent necessitated by the prevailing conditions at the individual plant sites.

The net contribution of this housing expense to product cost has been determined with due consideration of money returned to the enterprise through rentals.

As pointed out previously, the Bureau of Mines was not prepared to offer estimates of the costs involved in the production of products from crude petroleum. The following are price quotations (October 1, 1951) for gasoline at refinery, terminal, or purchaser's bulk plant for 4 locations in the United States. These are the prices which synthetically produced gasoline would have to meet in free competition today:

	Regular	Premium
Los Angeles	12.00	13.30
Denver	12.30	13.30
Salt Lake City	12.625	13.625
St. Louis	12.50	13.50

Secretary Chapman further requested that the committee "3. Make recommendations as to ways and means, if any, for improvement of future cost estimates by the Bureau of Mines." From the figures presented above on the extent of the work done on this project it is evident that the preparation of reliable cost estimates is a most complicated and extensive undertaking. During the course of this study Bureau of Mines representatives have had numerous opportunities to review in detail the methods employed by the industry organizations. With this experience to supplement their own backgrounds and with the information which is contained in the technical reports made available to them by the subcommittees, the Bureau of Mines experts should now be in a position to prepare comparable cost estimates for any known or new process combination.

CONCLUSIONS

The information presented in this report which is, in turn, based on detailed technical studies, leads to the conclusion that coal hydrogenation for the production of synthetic liquid fuels is uneconomical.

It has been noted that an effort is being made to promote the installation of a coal hydrogenation plant as a source of chemicals, the most important of which are benzene, toluene and xylene. Study of this proposal is not within the scope of the committee's assignment. Attention is directed, however, to the fact that the disadvantages of high investment cost involved in the basic coal hydrogenation step will still be present and that additional investment will be required for the further processing, recovery and purification of the chemicals. We are advised that such chemicals can be produced from petroleum at much lower cost.

The oil shale phase of the synthetic fuels program is in a much more favorable position as to steel requirements, capital cost, and operating costs. It is estimated that known oil shale reserves will yield in excess of 100 billion barrels of oil. Excellent work has been done by the Bureau of Mines in the development of shale mining on a large scale. Although it is apparent that the resulting product costs are still significantly higher than those from petroleum the levels are such that this source of fuel warrants continued attention by the petroleum industry. The future trend of oil shale development will, of course, be affected by the trend in cost of gasoline from crude petroleum.

Respectfully submitted,

	•	W.	S.	s.	Rodge	ers	, Cl	hairman
			lam			R.	S.	Shannon
			akeı			R.	Η.	Taylor
Μ.						J.	Ε.	Warren
			ree			L.	s.	Wescoat
J.	Μ.	L	ove,	joy		R.	Ε.	Wilson

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UNITED STATES
DEPARTMENT OF THE INTERIOR
OFFICE OF THE SECRETARY
Washington 25, D.C.

April 21, 1950

My dear Mr. Hallanan:

During and immediately after World War II when the problem of adequate supplies of liquid fuels was uppermost in the minds of Government and industry and while there was uncertainty as to whether this country possessed an adequate supply of petroleum in the event of another emergency, the Bureau of Mines, of the Department of the Interior, was charged by Congress with the responsibility for investigating and developing processes for producing synthetic liquid fuels from oil shale and coal.

One of the requirements was to construct and operate demonstration plants to enable Government to furnish industry with the necessary cost and engineering data for the development of a synthetic liquid fuels industry.

Since the Bureau of Mines experimental work is sufficiently advanced to enable it to furnish some of the data called for, the Bureau would now welcome a critical study of its cost data by the National Petroleum Council and will cooperate fully in furnishing its data for such a study.

Therefore, I request that the National Petroleum Council create a committee to: (1) review the estimates made by the Bureau of Mines for the cost of producing synthetic liquid fuels and its estimates of comparative costs of producing liquid fuels from crude oils, (2) prepare independent cost estimates, and (3) make recommendations as to ways and means, if any, for improvement of future cost estimates by the Bureau of Mines.

Sincerely,

/s/ Oscar L. Chapman

Secretary of the Interior

Mr. Walter S. Hallanan, Chairman National Petroleum Council 1625 K Street, N. W. Washington 6, D. C.

Attachment 2

NATIONAL PETROLEUM COUNCIL COMMITTEE ON SYNTHETIC LIQUID FUELS PRODUCTION COSTS

W. S. S. RODGERS Chairman	The Texas Company, New York
K. S. ADAMS	Phillips Petroleum Company, Bartlesville Oklahoma
HINES H. BAKER	Humble Oil & Refining Company, Houston
MAX W. BALL	Room 1001, 1025 Vermont Avenue, N. W. Washington, D. C.
*BRUCE K. BROWN	Military Petroleum Advisory Board, c/o Pan American Southern Corporation, P. O. Box 2, New Orleans 6, Louisiana
ROBERT L. FOREE	Texas Independent Producers & Royalty Owners Association, Dallas
JOHN M. LOVEJOY	Seaboard Oil Company of Delaware, New York
R. S. SHANNON	Pioneer Oil Corporation, Denver
REESE H. TAYLOR	Union Oil Company of California, Los Angeles
J. ED WARREN	Independent Petroleum Association of America, c/o Carl B. King Drilling Company Midland, Texas
L. S. WESCOAT	The Pure Oil Company, Chicago
ROBERT E. WILSON	Standard Oil Company (Indiana), Chicago

The Texas Company, New York

J. W. FOLEY Secretary

^{*} Mr. Brown resigned from the committee on November 22, 1950.

NATIONAL PETROLEUM COUNCIL SUBCOMMITTEE ON SYNTHETIC LIQUID FUELS PRODUCTION COSTS

*A.	P. FRAME Chairman	Cities Service Research and Development Company 60 Wall Tower, New York 5, N. Y.
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E.	V. MURPHREE	Standard Oil Development Company 15 West 51st Street New York 19, New York
Α.	C. RUBEL	Union Oil Company of California Union Oil Building, Los Angeles 17, California
Α.	L. SOLLIDAY	Stanolind Oil and Gas Company Stanolind Building, Tulsa 2, Oklahoma
***H.	G. VESPER	California Research Corporation 200 Bush Street San Francisco 4, California

*Mr. Frame resigned from the committee on March 1, 1951
**Mr. Kemp was appointed chairman on March 1, 1951
***Mr. Vesper joined the committee on July 11, 1951

NATIONAL PETROLEUM COUNCIL SUBCOMMITTEE ON SYNTHETIC LIQUID FUELS PRODUCTION COSTS

RAW MATERIALS SUBCOMMITTEE

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Oil Shale

TELL ERTL, Chairman

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^{*}Resigned

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G. K. VILAND

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NATIONAL PETROLEUM COUNCIL SUBCOMMITTEE ON SYNTHETIC LIQUID FUELS PRODUCTION COSTS

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J. D. SNAKENBURG

Cities Service
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New York 5, N. Y.

Attachment 4

NPC Subcommittee on Synthetic Liquid Fuel Costs Outside Companies Contacted for Information

1.	Alabama Power Co.	46.	F. W. Glitsch & Sons
2.	Allis-Chalmers Mfg. Co.	47.	B. F. Goodrich Co.
2 ·	American Air Filter Co.	48.	
3· 4.	American Blower Co.	49.	V. Grinnell Co.
T•	American Cyanamid Co.	50.	Hanna Coal Co.
5. 6.	American Locomotive Co.	51.	Haskel Engineering &
$\overset{\circ}{7}.$	American Pipe and Construc-	J	Supply Co.
1 •	tion Co.		bappiy oo:
√8 .	Anaconda Copper Co.	52.	Homestead Coal Co.
9.	Armeo, Inc.	53.	Hydrocarbon Research Corp.
10.	Automatic Electric Sales Co.	54.	Ingersoll-Rand Co.
11.	Babcock & Wilcox Co.	55.	Jeffrey Manufacturing Co.
12.	Baldwin Lima-Hamilton Corp.	56.	Johns-Manville Corp.
13.	Bechtel Corporation	57.	The M. W. Kellogg Co.
14.	Bell and Zoller Coal &	58.	Kennecott Copper Co.
	Mining Co.	59.	Key Co.
15.	Bingham Pump Co.	60.	Koppers Co., Inc.
16.	Blaw-Knox Co.	61.	Linde Air Products Co.
17.	C. F. Braun & Co.	62.	Link-Belt Co.
18.	Buell Engineering Co., Inc.	63.	Lock Joint Concrete Pipe Co.
19.	Burndy Equipment Co.	64.	Lummus Co.
20.	Caney Creek Mining Co.	65.	Maaco Corporation
21.	Carthage Hydrocol, Inc.	66.	Marley Co., The
22.	Central Ohio Coal Co.	67.	Morgan Construction Co.
23.	Chain Belt Co.	68.	Morrison-Knudsen Co., Inc.
24.	Chicago Bridge and Iron	69.	Nashville Coal Co.
25.	Chicago, Wilmington &	70.	National Valve & Mfg. Co.
~ _	Franklin Coal Co.	71.	Pacific Pumps, Inc.
26.	Clark Bros. Co., Inc.	72.	R. M. Parsons Co.
27.	Combustion Engineering-	73.	Peabody Coal Co.
~ 0	Superheater, Inc.	74.	Peerless Pump Division-
28.	Concrete Conduit Co.		Food Machine & Chemical Corp.
29.	Consolidated Western Steel	75.	Perlite Aggregates, Inc.
30.	Cooper-Bessemer Corporation	76.	Permutit Co.
31. 32.	Crane Co.	77.	Petrochem Development Co.
33.	Duncan Coal Co. Elliott Co.	78.	Philadelphia Gear Co.
34.	Engineering Associates	79. 80.	M. Pirnie, Engineers
35·	Enco Collieries Co.	81.	Polymer Corp. of Canada C. F. Pritchard Co.
36 .	Equitable Life Insurance Co.	_	Republic Flowmeter Co.
37.	Ethyl Corporation	83.	H. H. Robertson Co.
38.	Farrell Birmingham Co.	84.	Rust Engineering
39.	Ford, Bacon and Davis	85.	Semet-Solvay Co.
40.	Foster Wheeler Corporation	86.	A. O. Smith Corp.
41.	Fluor Corporation	87.	Snow Hill Coal Corp.
	Gamewell Company	88.	Southern California Edison Co.
	General Cable Company	89.	Spaco Inc.
		90.	Sprout-Waldron Co.
	The Girdler Corporation	91.	Stacey Bros. Gas Const. Co.
	· •		

- 92. 93. 95. 96. 97. 99. Stevens Adamson Co.
 - Struthers Wells Co.
 - Sunny Hill Coal Co.
 - Truax-Traer Coal Co.
 - Turbine Equipment Co.
 - Ultrasonic Corporation
 - Union Diesel Engine Co.
- Union Steam Pump Co.
- Vickers, Inc.
- 101.
- Vogue Coal Co. Wallace and Tierman Co. 102.
- 103. Wellman Engineering Co.
- Wierton Steel Co.
- 105. Westinghouse Electric Corp.
- 106. Wilson-Snyder Mfg. Div.
- 107. Worthington Pump & Mach. Co.

PRICE WATERHOUSE & CO.

P

56 Pine Street New York 5 September 27, 1951

Mr. P. R. Schultz
Economics Subcommittee,
National Petroleum Council Committee on
Synthetic Liquid Fuels Production Cost,
Stanolind Oil and Gas Company
Stanolind Building
Tulsa, Oklahoma.

Dear Sir:

In connection with the estimates of costs of the production of gasoline from coal and from oil shale you have asked us to state what in our opinion would be a reasonable rate of return on the capital invested in the proposed enterprises.

It is our viewpoint that "capital invested" means total capital, whether equity or borrowed, invested or retained in the business.

The preliminary figures which you submitted to us include for the purpose of discussion a nominal rate of return of 6%. Even with such an obviously low rate the resultant price of gasoline in both cases is so high as to make both projects unsuitable for development on a commercial unsubsidized basis. It, therefore, might appear that any discussion in support of a higher rate of return is purely academic. However, we understand that the Committee may be called upon in the future to prepare estimates of costs of improved processes which, it is contended, may more nearly approach a competitive market price for gasoline. It is, therefore, important in presenting the two cases now under consideration, to establish a reasonable rate of return on capital invested in the synthetic fuels industry, irrespective of whether the ultimate objective is the production of gasoline with relatively minor chemical by-products or the production of chemicals with gasoline as a by-product.

It should be understood that a rate of return means net earnings, computed on generally accepted principles of accounting, which include as expense provisions for income taxes and allowances for normal depreciation and obsolescence but that such net earnings do not contemplate the possible obsolescence of the enterprise as a whole. It should also be understood that in dealing with a net earnings percentage on total capital invested no consideration is given to any possible guarantee of minimum earnings.

Mr. P. R. Schultz

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September 27, 1951

Based upon our experience in examinations, reviews and investigations of financial affairs of varying fields of industry and commerce and giving due consideration to the factors of risks involved in this proposed enterprise, it is our opinion that an annual rate of earnings of not less than 15% on the total capital invested in or retained in a !usiness subject to the risks of a highly competitive and speculative enterprise would be necessary and reasonable in order to attract investment of private capital.

Yours very truly,

(Signed) Price Waterhouse & Co.